



Development Authority of Bainbridge and Decatur County



Narrative Information Sheet

R04-19-A-033

1. Applicant Identification
Development Authority of Bainbridge and Decatur County, Georgia
100 Boat Basin Circle
PO Box 755
Bainbridge, Georgia 39818
2. Funding Requested
 - a. Assessment Grant Type:
Community-wide
 - b. Federal Funds Requested
 - i. \$ 300,000
 - c. Contamination: Hazardous and Petroleum Substances
(Breakdown \$150,000; Hazardous and \$150,000; Petroleum)
3. Location:
City of Bainbridge and Decatur County, Georgia
4. Property Information for Site-Specific Proposals:
Not applicable
5. Contacts:
 - a. Project Director
Rick McCaskill
Executive Director
Development Authority of Bainbridge and Decatur County, Georgia
PO Box 755
Bainbridge, Georgia 39818
229-246-4774
rm@bainbridgedecaturga.com
 - b. Chief Executive/Highest Ranking Elected Official
Same as above
6. Population: Bainbridge, Georgia – 12,280
Decatur County, Georgia – 27, 023

7. Other Factors Checklist

Other Factors	Page #
Community population is 10,000 or less.	
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	
The priority site(s) is in a federally designated flood plain.	
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	Page 2, 3
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	



ENVIRONMENTAL PROTECTION DIVISION

Richard E. Dunn, Director

Land Protection Branch
2 Martin Luther King, Jr. Drive
Suite 1054, East Tower
Atlanta, Georgia 30334
404-657-8600

January 10, 2019

VIA ELECTRONIC Mail rm@bainbridgedecaturga.com

Mr. Rick McCaskill
Executive Director
Development Authority of Bainbridge-Decatur
PO Box 755
Bainbridge, Georgia 39818

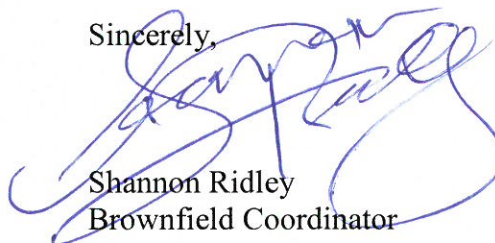
RE: State Acknowledgement Letter – Brownfield Community -Wide Assessment Grant Application
Development Authority of Bainbridge-Decatur County

Dear Mr. McCaskill:

This letter serves as acknowledgement from the Georgia Environmental Protection Division (“GA EPD”) that the Development Authority of Bainbridge-Decatur County will be submitting an application to the U.S. Environmental Protection Agency (“EPA”) for funding assistance under the federal Community-Wide Assessment Grant Program to conduct assessment activities. GA EPD understands that the City is applying for \$300,000 to be divided equally for both hazardous substances and petroleum.

EPD would like to take this opportunity to encourage EPA’s positive decision in making a grant award to the Development Authority of Bainbridge-Decatur County for such assessment. A successful award would greatly assist this community in its redevelopment efforts. Thank you for your consideration.

Sincerely,



Shannon Ridley
Brownfield Coordinator

cc: Beth Norman, Project Manager, Cardno
Carolyn Weave, Grants Manager, Cardno

IV.A. Narrative/Ranking Criteria

1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION

a. Target Area and Brownfields

i. Background and Description of Target Area

Located in Southwestern Georgia, with Florida on its southern border and 30 miles west of the Alabama state line, Decatur County is 623 square miles of rural country. The City of Bainbridge, the county seat, is a rural crossroads town lying at the intersection of two major highways, US Highway 27 and US Highway 84. Bainbridge is also bisected by the Flint River and two rail lines. A “Welcome to Bainbridge; Georgia’s First Inland Port” sign is situated on US Highway 84 welcoming visitors into the City of Bainbridge. Bainbridge is home to Port Bainbridge, an historic inland seaport on the Flint River operated by Georgia Ports Authority (GPA). The Flint River, which is contained entirely within the State of Georgia, originates on the southern edge of the Atlanta metropolitan area and stretches 344 miles south into southwest Georgia before flowing into Lake Seminole where it joins the Chattahoochee River and ultimately flows across the Florida-Georgia border onto the Gulf of Mexico. The entire basin is referred to as the Apalachicola-Chattahoochee-Flint (ACT) basin. The ACT basin has the largest diversity of fish and fauna among the river basins east of the Mississippi River. Bainbridge, located in the lower part of the Flint River basin, along with the Apalachicola basin, has the highest species density of amphibians and reptiles on the continent, north of Mexico. Generations have enjoyed the river as a resource to water communities and industry, and recreationally through hunting, fishing, swimming, and paddling. Port activities (and associated economic benefits) in Bainbridge have drastically declined in recent years due to the historic water resources issues of the downstream Apalachicola River (whose water basin resource is the subject of a lengthy and ongoing legal dispute between AL, FL, and GA). Water flows have decreased resulting in inadequate flow for upstream barge traffic and downstream dredging in Florida has been discontinued, further limiting barge traffic. In 2009, American Rivers declared the Flint River one of the most endangered rivers in the U.S.A.

The Development Authority of Bainbridge and Decatur County (commonly referred to as “DA” or “Development Authority”) is the lead applicant for this Community-wide Assessment grant, working with our partners Decatur County, GA and the City of Bainbridge, GA. The goal of our Brownfields effort is to identify and assess properties which are perceived to be contaminated with the outcome of job creation while at the same time improving the health, welfare, and economic wellbeing of the community. The Development Authority is seeking funding to complete the assessment of selected properties located within the Commodore Industrial Park (US Census Tract (CT) 9703). CT 9703 encompasses the target area of the Industrial Park and half of the town of Bainbridge. The industrial park, originally built by the US Army in 1943 to serve as a World War II pilot training facility to meet anticipated wartime demands. At its’ peak, the airfield had over 800 student pilots in training at the same time. It was abandoned after the Korean War when the demand for new military pilots dried up. Consequently, in the early 1960’s the airfield was inactivated and returned to the City of Bainbridge and Decatur County, GA. Vestiges of the former runways, taxiways, and hangars are still present, it is the center of economic development efforts in the County. The County in partnership with the Development Authority have had modest success at attracting new business ventures to the industrial park over concerns about potential (and documented) environmental conditions both within the industrial park property and on parcels surrounding the industrial park which has hindered development of the Commodore Industrial Park to its fullest extent. Decatur County has been federally designated as a persistently impoverished county [Economic Research Service, USDA, 2016]. As we will demonstrate in this proposal, the Bainbridge-Decatur County area has an abundance of human and natural resources but lacks the job creators to improve health, welfare, and economic wellbeing of the community or to address properties with perceived environmental contamination issues.

ii. Description of the Priority Brownfield Site(s)

Commodore Industrial Park (target property) encompasses approximately 700 acres of which 589 acres remain vacant and is located inside of the Bainbridge city limits at the intersection of US 27 and US 84. The park

FY2019 EPA Brownfields Assessment Grant
Development Authority of Bainbridge and Decatur County, Georgia

is a commercial, industrial, and agricultural district located adjacent to the Bainbridge State Docks which is located on the Flint River. The property is bordered on the west by agricultural lands, low-density residential property (less than ½ mile), and undeveloped land. Within ½ mile to the northeast are residential streets of the community of West Bainbridge (part of the City of Bainbridge). The West Bainbridge Elementary School (539 students, PRK-4th grade) is less than one-mile due north.

Numerous commercial/light industrial properties encompass the target property, including Decatur Gin (cotton gin), Decatur County Public Works, Georgia Power operations and AgPro of Bainbridge (John Deere dealership). The following are sites of concern and have been identified for environmental assessments under this application:

Former Landfill, location: Butler Ferry Road. This landfill reportedly operated between the years 1972-1978 at the corner of Butler Ferry Road and Old Clay Pit Road and potential impacts on soil and groundwater at this location have not been investigated. Due to the size of this parcel, future redevelopment of this site is proposed for a solar field. The DA is the current owner of the site, therefore no issues with site access will be encountered.

Former Borrow Pit, location: Butler Ferry Road. This location should also include former “borrow pits” just to the north of the landfill that were used for dumping white goods, tires, and other unknown debris. Due to the proximity of this parcel to the former landfill, size of this parcel, future redevelopment of this site is proposed for a solar field. The DA is the current owner of the site, therefore no issues with site access will be encountered.

Former Shooting Range, location: Mock Drive. The shooting range is located in the northwestern extreme corner of the former airfield (target property). The shooting range and nearby clay pits were identified as RECs in 2005 and 2017 Phase I ESA reports. The ESA reports recommended a Phase II assessment and funding from this grant application will further this next phase of assessment. A review of historical aerial photographs indicates that the ground at the present location of the shooting range was disturbed as early as 1967 and the range appears to be operational by the 1988 photograph. Shooting range operations and lead shot resulting from unauthorized shooting at former clay pits nearby may require additional investigation and management. Best management practices for shooting ranges typically involve removal and recycling of recovered lead. Future redevelopment of this parcel includes a law enforcement training facility. The DA is the current owner of the site, therefore no issues with site access will be encountered.

Dirt /Concrete Debris Storage area, location: Southeastern portion of former airfield. According to the Phase I ESAs conducted in 2005 and 2017, this material consisted of “dirt and concrete debris” that was placed on site by the County. The fact that this material appears to be of unknown (possibly off-site) origin and is still present on site represents a potential environmental issue. Upon completion of the environmental assessment on this parcel, it is anticipated to be marketed for redevelopment to light commercial industry or distribution facility. The DA is the current owner of the site, therefore no issues with site access will be encountered.

Three (3) adjacent properties to target property with potential petroleum discharges. 2080 Dothan Rd - suspected petroleum release recorded in GA EPD Leaking Underground Storage Tank (LUST) database; 1800 Dothan Rd - site of two confirmed and one suspected petroleum releases; 308 Airport Rd - reported site of an active underground diesel storage tank and potential for having handled or stored electrical transformers containing PCBs. It is anticipated that site access will be obtained with the assistance from the City of Bainbridge and the Development Authority's community organizations contacts.

These brownfield properties located in or adjacent to the Commodore Industrial Park with known or potential contamination pose a potential threat to the residents of West Bainbridge, the Flint River and the surrounding environment.

All of the priority sites are located in an area of minimal flood concern (Zone X); however, the County includes numerous large portions of land classified as Zones A and AE, as evidenced by major flood and wind damage caused by Hurricane Michael in October 2018. Hurricane Michael was the 5th major hurricane to hit Georgia since 1851, and it was the strongest ever to come up through the Florida Panhandle then across South Georgia.

FY2019 EPA Brownfields Assessment Grant Development Authority of Bainbridge and Decatur County, Georgia

It slammed into the Florida Panhandle on October 10th at a Category 4 strength and remained a Category 3 as it crossed into Decatur County. According to the Georgia Department of Agriculture using data compiled by the University of Georgia Cooperative Extension Service and Georgia Forestry Commission losses in the area could reach upward of \$ 3 billion dollars (and counting). Agricultural industries devastated include cotton, vegetables, pecans, timber, and poultry. The backbone industries of Bainbridge and Decatur County, Georgia.

Additionally, the County was impacted in September 2017 by Hurricane Irma and by severe storms and flooding in January 2016 (FEMA DR-4259).

b. Revitalization of the Target Area

i. Redevelopment Strategy and Alignment with Revitalization Plans

In an attempt to spur economic development and growth Bainbridge and Decatur County has developed a long-term comprehensive plan, *Decatur County 2007-2027*. The initially identified target area (Commodore Industrial Park) was chosen as a result of an in-depth community planning overseen by the Georgia Department of Community Affairs. The plan assessed all elements of the community to spur economic development. The redevelopment strategy for our priority / targeted sites are consistent with the plan, which includes attracting clean commercial and light industrial uses to Commodore Industrial Park. The proposed brownfields assessment activities and redevelopment of the identified targeted sites in this grant is in direct alignment with this plan. *Decatur County 2007-2027* defined the greatest need for assessment and redevelopment and the greatest potential for creating jobs. The plan calls for the development of green industries and living-wage job creation. The ability to use EPA funding to assess these currently blighted and potentially contaminated sites within the Park in order to redevelop as areas that will contribute to the improved financial status and overall human and environmental health of the City and County will allow the realization of these long-term community goals.

ii. Outcomes and Benefits of Redevelopment Strategy

The redevelopment of the Commodore Industrial Park sites assessed under this grant will produce a number of economic benefits, including increases to employment and an expanded tax base. Meaningful redevelopment of abandoned and underutilized properties is essential to the economic growth of rural Decatur County. The environmental assessment of the industrial sites increases the marketability of the sub-parcels to prospective developers, which results in the removal of blight and the dampening economic impacts on surrounding properties. This development will in turn create employment and increase tax revenues within Decatur County. Marie Howland delivers research on the most desired outcome for this assessment project, jobs. She noted in her 2007 paper, *Employment Effects of Brownfield Redevelopment*, "Using the 2003 U.S. Conference of Mayors brownfield survey, the model estimates the job creation and tax base impact of redevelopment. It translates developed acres into 10.4 jobs per acre, with an annual tax flow of \$5,470 per job. As the local tax base increases, net migration into the neighborhood rises,..." which would be the greatest benefit to both local government and area residents. Using the above data for the Commodore Industrial Park 200-acres translates to 2,080 jobs equally over \$11 million in annual tax flow. The Development Authority acknowledges this estimate may be on the high side; however, assuming just half of the jobs created would result in significant annual tax flow for a tremendously underserved community. The successful redevelopment of brownfields within the community, such as the sites identified by the Development Authority will increase property values, increase the wealth of the local citizenry and local spending, increase tax revenue, create jobs, and provide additional sources of revenue, such as sales and state income taxes.

The County has recently completed construction on a large solar array complex, which demonstrates the commitment to clean energy sources and sustainable initiatives. The Development Authority has been aggressive in its commitment to lure sustainable industries to the area. In 2015 the Decatur Parkway Solar Project came online producing 79.92 MW of electricity for the Georgia Power Company grid. The Development Authority worked with Tradewind Energy and Georgia Power to develop the 752-acre solar field which is located 3 miles north of the City of Bainbridge. However, these modest increases in jobs are not sufficient and the stigma of contaminated land and groundwater discourages other new job creators from

FY2019 EPA Brownfields Assessment Grant
Development Authority of Bainbridge and Decatur County, Georgia

locating here. Nonetheless, the completion of the recent solar project emphasizes our commitment to green jobs, which will continue to be one emphasis of our developmental outreach.

c. Strategy for Leveraging Resources

i. Resources Needed for Site Reuse

Many parcels remain undeveloped in the Commodore Industrial Park. The presence of contamination, real or perceived, is a major deterrent to industrial/economic development in the Decatur County / Bainbridge area. Infrastructure exists, and there is capacity to develop a trained workforce, however potential employers may be hesitant to locate within the Commodore Industrial Park and other vacant properties because of legacy contamination concerns. Without addressing this concern, potential employers will continue to bypass our communities. Brownfields assessment and redevelopment is the only realistic option for the City of Bainbridge to counter this stigma. The Bainbridge Comprehensive Plan 2010-2030 recognizes the following facts that caused or are exacerbated by existing brownfields: there are vacant properties suitable for commercial and industrial development. With support for this assessment project, the latter two items could become assets to the community. The State of Georgia's EPD has a tax incentive program, the **GEPD Brownfields Tax Incentive Program** which provides preferential assessment of environmentally contaminated properties. The preferential assessment can reduce taxes on these properties for up to 10 years. The Development Authority will seek to link landowners to this resource to increase likelihood of participation.

The DA and the County will work and has worked with the Georgia Environmental Finance Authority (GEFA) [<http://gefa.georgia.gov/about-us>] to secure loans for improvements to water, sewer and solid waste infrastructure projects through low-interest loans. Loans can be used to facilitate brownfields project within the areas of concern. The DA and the County will coordinate efforts with programs offered by the Georgia Department of Agriculture and Georgia Department of Economic Development. Decatur County will partner with the Georgia Department of Community Affairs, which offers the Employment Incentive Program detailed under the leveraging section of this application. The County will also continue to work with the OneGeorgia Authority, whose mission is to offer financial partnerships with rural communities to create strong economies in all business sectors. The County has previously been successful in leveraging OneGeorgia funds and will seek to apply for additional funds for infrastructure and redevelopment based on the results of the assessments conducted under this grant.

ii. Use of Existing Infrastructure

The plan *Decatur County 2007-2027* calls for the reuse of existing infrastructure and protection of the natural resources of the Flint River. The redevelopment objective is to re-purpose existing infrastructure when and wherever possible (roads, water, sewer, etc.) to reduce the need for redevelopment on pristine greenspace within the County. Additional usage of the Commodore Industrial park sites will incorporate the existing infrastructure, particularly the roads and rail lines that will allow for growth with minimal impact to the environment. The project addresses several sustainable redevelopment and livability principles including, the use of existing infrastructure, and sustainable redevelopment through the incorporation of green buildings, energy efficiency, water management, green remediation, and renewable energy on brownfields sites. It also promotes a reduction in the County's carbon footprint and fosters a strong sense of community.

2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT

a. Community Need

i. The Community's Need for Funding

Since 2010, Decatur County has seen a 4% decline in its overall population. Like many rural areas of the U.S., families are moving to find employment opportunities in urban areas. This movement leads to financial hardships on the local government and remaining businesses and residents. The Development Authority is reliant on the County Budget for a large portion of its funding and the County has limited resources. Income tax revenues are not a reliable source of income for the County, **Decatur County has been federally designated as a persistently impoverished county**. The USDA Economic Research Service classifies persistent poverty

FY2019 EPA Brownfields Assessment Grant Development Authority of Bainbridge and Decatur County, Georgia

counties if the county has experienced poverty rates of 20% or higher in each census from 1970 through 2016 [Economic Research Service, USDA]. According to the USDA and the Southwest Georgia Regional Commission, Bainbridge, and Decatur County, **is considered an area that has experienced long-term, substantial economic distress and hence, a persistent poverty county**. Even with recent reductions in unemployment, the poverty rate remains at 28.4 % for the County and 36.2% for Bainbridge as those existing employment opportunities do not provide a living wage for poor working families. The unemployment rate is 10.2% for Bainbridge compared to 4.1% for Georgia and 4% for the U.S. For Blacks in Bainbridge the unemployment rate is 14.3%.

The Development Authority (DA) is coordinating its brownfields efforts with the Georgia Environmental Protection Division (GEPD), which manages the Georgia brownfields program. GEPD has three (3) incentive programs which the DA will leverage in its brownfields development program. For sites not funded under the Brownfields program, The **Georgia Underground Storage Tank (GUST) Trust Fund** reimburses owners or operators up to \$1 million (per release) of actual, reasonable assessment costs associated with releases from regulated petroleum underground storage tanks. The **GEPD Brownfields Tax Incentive Program** provides preferential assessment of environmentally contaminated property. The preferential assessment can reduce taxes on the property for up to 10 years. **Limitations on Liability - Georgia Hazardous Site Reuse and Redevelopment Act** provides liability relief for prospective purchasers of contaminated property who voluntarily agree to remediate soil and source material to meet risk reduction standards. Under the Act, the limitation of liability is fully transferable to subsequent purchasers, unless a purchaser is otherwise liable for the contamination because of prior interaction with the property. In addition, the State of Georgia offers a number of other incentive programs, which the DA intends to augment and will complement the County's Brownfields redevelopment program.

ii. Threats to Sensitive Populations

(1) Health or Welfare of Sensitive Populations

Demographic data (Census.gov, Census Tract 9703, V2018 and City-Data.com) demonstrate – the area's significant minority population (65.2% Bainbridge, 50.4% County and 34.3% Georgia, respectively), of which 63.4% African Americans live in Bainbridge and 37% of African Americans in Bainbridge live in poverty (vs. 17.8% for Georgia and 15.1% for the U.S.). Overall poverty rate for Bainbridge is 36.2% and 28.4% for the County. Household ownership is 45.6% in Decatur County compared to 63.6% in U.S. Between 2015 and 2016 the median household income declined from \$25,429 to \$24,869, a 2.2% decrease.

The Robert Wood Johnson Foundation [www.healthranking.org] lists Decatur County as 131/169 Georgia Counties in overall health outcomes and 126/159 in quality of life. The overall rank in social/economic factors is 126/159 (based on education, unemployment, child poverty and violent crime). The area also lacks some basic community services such as public transportation. Abandoned and underutilized properties present an attractive safety hazard to children in nearby neighborhoods with potential exposure to contamination. Despite a higher number of law enforcement employees than the Georgia average (2.73/1,000 residents vs. 2.49/1,000 residents), the City of Bainbridge "Crime Index" remains 20% higher than US average (340.7 vs. 284.9) [www.city-data.com], with violent crime at 627/100k population vs 375/100k in GA and 380/100k nationally [www.healthranking.org]. This is an added stressor to residents adjacent to the Industrial Park.

(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions

Our focus area has a sensitive population of low-income, minority individuals with low educational attainment [Southwest Georgia Regional Commission] who may be especially vulnerable to environmental contamination. The Robert Wood Johnson Foundation [www.countyhealthrankings.org] lists Decatur County as #137 out of 159 counties in Georgia for Health Factors and #131 out of 159 for Health Outcomes (#1 is best). Colorectal cancer age-adjusted death/100,000 for Decatur County is 20.4 versus 15.0 for the State [oasis.state.ga.us; 2016 data]. In addition, residents of Decatur County have an elevated rate of death by kidney disease 38.9 per 100,000 [CDC, CHSI], which may be linked to exposure to pesticides in the area such as benzenehexachloride (BHC) [www.eco-

**FY2019 EPA Brownfields Assessment Grant
Development Authority of Bainbridge and Decatur County, Georgia**

[web.com](#)]. Exposure to pesticide contamination also has been linked to higher than average incidents of colorectal cancer such as found within the targeted area. Compounding the health concerns confronting Decatur County residents is the lack of medical care available in the area. Decatur County has been designated a **Medically Underserved Area (MUA)** by the U.S. Department of Health and Human Services, Health Resources and Services Administration (HRSA), indicating a shortage of providers available to meet the needs of economically/culturally disadvantaged people in the area. The HRSA gave the County a score of 46.2 on a scale of 0-100, based on physician accessibility, health statistics, and sensitive population totals. Decatur County is also federally designated a **Health Professional Shortage Area** for both total and low-income population (Department of Health and Human Services, HRSA). These medical care disparities exacerbate the environmental, social and other stresses on Decatur County's low-income residents, placing an even greater burden on the community.

Brownfield constituents of concern (COCs) discussed above with related health effects include these potential contaminants:

Asbestos (Former Landfill) – Asbestos can cause: asbestosis, a scarring in the lungs caused by breathing asbestos fibers; pleural disease, a non-cancerous lung condition that causes changes in the membrane surrounding the lungs; and mesothelioma, a rare cancer of the lung membrane; and lung cancer. [www.atsdr.cdc.gov/asbestos/health_effects]

Lead (Former Shooting Range & Former Landfill) – Low levels of lead in the blood of children can result in permanent damage to the brain and nervous system, leading to behavior and learning problems and anemia. Pregnant women are also highly vulnerable to lead exposure, which can result in serious effects on the developing fetus. EPA has determined that lead is a probable human carcinogen.

PCBs – adjacent properties [ATSDR-toxfaqs].

Health effects that have been associated with exposure to PCBs include acne-like skin conditions in adults and neurobehavioral and immunological changes in children. PCBs are known to cause cancer in animals.

Petroleum Constituents – adjacent properties [toxtown.nlm.nih.gov; cdc.gov/].

- Benzene: Exposure to low levels of benzene can cause rapid heart rate, headaches, tremors, confusion, and unconsciousness. EPA classifies benzene as a human carcinogen.
- Toluene: Toluene is a respiratory irritant and has effects on the central nervous system. Studies have shown an increase in spontaneous abortion among exposed women.
- Xylene: Overexposure to xylene can depress the central nervous system. Long-term exposure may lead to depression, agitation, tremors, impaired concentration and short-term memory.

(3) Economically Impoverished/Disproportionately Impacted Populations:

Decatur County has been federally designated as a persistently impoverished county. The USDA Economic Research Service classifies persistent poverty counties if the county has experienced poverty rates of 20% or higher in each census from 1970 through 2016 [Economic Research Service, USDA]. According to the USDA and the Southwest Georgia Regional Commission, Bainbridge, and Decatur County, **is considered an area that has experienced long-term, substantial economic distress and hence, a persistent poverty county.** Even with recent reductions in unemployment, the poverty rate remains at 28.4 % for the County and 36.2% for Bainbridge as those existing employment opportunities do not provide a living wage for poor working families.

Educational achievement levels are some of the lowest in the State. Only 80.5% of adult have a high school diploma or higher compared to 87.6% in Florida and 87.3% across the US; moreover, only 17.5% have a bachelor's degree or higher compared to 28.5% in the state and the national average of 30.9% .This region has long been reliant on agribusiness to provide many of the jobs. Unfortunately, agribusiness jobs typically do not provide high levels of income, or benefits and have contributed to the economic and social ills of the County. Over the last 10 years, Decatur County has seen almost 3,000 manufacturing jobs disappear as well as many jobs that were connected to the construction industry. Further evidence of economic hardship and decline is the number of building permits issued in Bainbridge by year: from 96 permits in 2005 with a steady decrease every

FY2019 EPA Brownfields Assessment Grant
Development Authority of Bainbridge and Decatur County, Georgia

year to 12 in 2014 [homefacts.com]. No data is available from 2014 to present. 48.3% of the housing stock is rental property [homefacts.com].

b. Community Engagement

i. Community Involvement

Community Organization/Type	Contact Information	Support Role Pledged
Georgia Brownfields Association	John Spinrad, President 1266 West Paces Ferry Road Atlanta, GA 30327	Offers educational programs to residents and potential participant property owners; provides assistance to cooperative agreement recipients.
Climax Baptist Church	Alice Dodson, Pastor Climax Baptist Church P.O. Box 37 Climax, GA 39834 229.243.8737	Will assist with public outreach by communication with members.
First Port City Bank	Scott Ewing, President 400 West Shotwell Street Bainbridge, GA 39818 229.246.6200	Will host public meetings; disseminate information; and serve as an advisory board member.
Downtown Development Authority of Bainbridge	Amanda Glover 101 South Broad Street Bainbridge, GA 39817 229.400.9093	Will assist with dissemination of information, provide portal for public input and outreach.
Bainbridge-Decatur Chamber of Commerce	Adrienne Harrison President 100 Boat Basin Circle Bainbridge, GA 39817 229.246.4774	Will assist with public outreach, host meetings, and distribute Brownfields Program
Bainbridge-Decatur YMCA	Suzanne Brandt 1818 East Shotwell Street Bainbridge, GA 39819 229.243.0508	Will assist with public outreach by marketing and communication with members and at its meetings.
Bainbridge Rotary Club	Nathan Miller, President 2500 East Shotwell Street Bainbridge, GA 39819 229.246.1511	Will assist with public outreach by marketing and communication with members and at its meetings.
Bainbridge First United Methodist Church	Mike Brown, Pastor 300 West Shotwell Street Bainbridge, GA 39819 229.246.1864	Will assist with public outreach by communication with members.
First Baptist Church of Bainbridge	James Lee, Pastor 401 East Shotwell Street Bainbridge, GA 39819	Will assist with public outreach by communication with members.

ii. Incorporating Community Input

The Development Authority in partnership with Decatur County and the town of Bainbridge will conduct a concerted community involvement campaign to raise public awareness and involve the local community in the decision-making process. As mentioned above, the Brownfield Advisory Board will hold regularly scheduled public meetings to gather community input and discuss their wants and needs regarding potential sustainable and beneficial uses of brownfield sites. The DA's consultant, who is expected to be well versed in public participation, will assist the Development Authority with organizing and facilitating public meetings and outreach events (6 meetings at multiple locations in county). Further, the consultant will meet with and explain the brownfields process and the benefits of participation to site owners and/or prospective purchasers. Using existing

**FY2019 EPA Brownfields Assessment Grant
Development Authority of Bainbridge and Decatur County, Georgia**

web sites, the DA will develop brownfield-specific website content, and project specific brochures, information sheets, and other outreach and marketing materials. Materials will be available in both English and Spanish. Community input and buy-in is essential to the project's success and public engagement will provide meaningful input and will be sought at public meetings, webinars, via media (public TV and local radio), and via social media (Facebook and the local tax blog). Notices inviting the public to meetings will be posted on all social media channels and in the local paper, *The Post Searchlight*. All materials will be available in both English and Spanish to guarantee inclusion from all sectors of the community.

The DA will task its qualified environmental consultant to prepare a formal Community Involvement Plan (CIP) as a first step in the execution of the proposed project. The CIP will outline planned community engagement activities, including means for disseminating information and receiving public input, schedule, project background, and key players. Public input will be sought on assessment site selection, assessment alternatives, and reuse planning through the community engagement approaches described below (see 3.a.ii.). Input will also be solicited on and incorporated into the draft CIP.

The public will be kept abreast of the decision-making process and informed of their role in the process through quarterly communication and the six planned public meetings. The six public meetings will occur on a six-month frequency or more frequently depending on the feedback from the community dictates. Their input will be fully and respectfully considered through all phases of the assessment process including site selection and assessment/reuse planning.

3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS

a. Description of Tasks and Activities

The DA will be responsible for implementing and conducting all activities described in the grant. Upon receipt of the grant award, the DA will follow local and state procurement guidelines in full compliance with new federal procurement requirements, 2 C.F.R. 200 and EPA's rule at 2 C.F.R. 1500 to procure a qualified environmental consultant to provide technical assistance services.

Task Descriptions – All tasks are split approximately 50% hazardous and 50% petroleum

Assessment – Conduct Phase I and Phase II Environmental Site Assessment activities (ESAs) at sites:

10 ASTM-AAI compliant Phase I's @ \$3,500 each for a total of \$35,000; completed within 4-24 months of award.

1 Generic Quality Assurance Plan (QAPP) @ \$7,000; completed within 3 months of award.

6 SS-QAPPs @ \$3,500 each for a total of \$21,000; completed within 6-30 months of award.

6-Phase II's @ an average cost \$24,000 for each site for a total of \$ 144,000; completed within 8-32 months of award.

Total contractor cost for assessment is budgeted at: **\$207,000**.

NOTE: *Phase II ESA costs vary due to the complexity of the site and the type of contaminant(s)*. Phase I/II funds may be used for subsurface geophysical investigations and asbestos and lead based paint (LBP) surveys to support existing building renovation activities on Brownfields properties.

Remediation/Reuse Planning – Develop site appropriate remediation and/or reuse plans to reduce risks to human health & protection of the environment for selected sites. Community vision & goals will be considered in city-wide remediation/reuse planning. Six (6) Analysis for Brownfields Cleanup Alternatives (ABCAs) or reuse plans @ \$8,500 each for a budgeted contractor cost of **\$51,000**. Remediation and Reuse Planning will be completed within 10-34 months after award.

Outreach – Develop/maintain strategic partnerships and create a Community Involvement Plan (CIP) to be completed within first 3 months of award; disseminate information/comments to/from community & stakeholders, host community meetings and visioning sessions every six months or more frequently as necessary. \$4,000 in

FY2019 EPA Brownfields Assessment Grant
Development Authority of Bainbridge and Decatur County, Georgia

DA cost is budgeted for printing. \$15,000 in contractor costs is budgeted for developing the CIP and hosting community-wide meetings, focus groups, charrettes, & visioning sessions totaling **\$19,000**.

Programmatic Support – The Authority Executive Director and key staff will directly oversee grant implementation and administration and, as necessary and in support of its activities. Travel costs for attending national/ regional brownfields-related training conferences/workshops are valuable for local program staff and is estimated at \$7,000. The Authority will secure contractual support to ensure compliance with EPA cooperative agreement terms & conditions. The Authority staff will complete EPA quarterly reports, MBE/WBE forms, & EPA ACRES database and other programmatic support with contractor assistance while providing oversight and review of the programmatic grant elements. \$16,000 is budgeted for contractual program support, totaling **\$23,000** in this category. The programmatic support activities will be completed timely throughout the grant award including monthly, quarterly and annually as required by the grant terms and conditions.

b. Cost Estimates and Outputs

	Hazardous Substances Budget Category (50%)				
Categories	Project Tasks				
	Phase I/II Assessments	Remediation/ Reuse Planning	Outreach	Programmatic Support	Total
Travel	\$0	\$0	\$0	\$4,625	\$4,625
Supplies	\$0	\$0	\$2,000	\$0	\$2,000
Contractual	\$103,500	\$25,500	\$7,500	\$6,875	\$143,375
Total	\$103,500	\$25,500	\$9,500	\$11,500	\$150,000

	Petroleum Substances Budget Category (50%)				
Categories	Project Tasks				
	Phase I/II Assessments	Remediation/ Reuse Planning	Outreach	Programmatic Support	Total
Travel	\$0	\$0	\$0	\$4,625	\$4,625
Supplies	\$0	\$0	\$2,000	\$0	\$2,000
Contractual	\$103,500	\$25,500	\$7,500	\$6,875	\$143,375
Total	\$103,500	\$25,500	\$9,500	\$11,500	\$150,000

c. Measuring Environmental Results

The Executive Director with support from key staff will document, track, and evaluate the following outputs and outcomes continually through quarterly progress reports, annual disadvantaged business enterprise reporting, ACRES and in monthly calls with the EPA Project Officer: **Outputs**: Number of sites assessed (Phase I/II ESAs); Number of ABCAs; Number of formal community meetings (and CIP development/revision). **Outcomes**: Number of sites for which property title transfers are facilitated; Acres of land redeveloped and square footage of buildings positioned for adaptive reuse; Acres of parks/greenspace created; Length of walking or bike trails created; Amount of private investment and other funding leveraged; Jobs created or retained; Increased property and sales tax revenue generated. An overall gauge of success will be the creation of living-wage jobs and the improvement in environmental justice conditions.

4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE

a. Programmatic Capability

i. Organizational Structure

The Executive Director of the Development Authority of Bainbridge and Decatur County, Rick McCaskill, will oversee this assessment project. Mr. McCaskill is experienced with EPA Brownfields grant management as he

**FY2019 EPA Brownfields Assessment Grant
Development Authority of Bainbridge and Decatur County, Georgia**

initially managed the successful EPA Brownfields Assessment grant for Cairo-Grady County Development Authority (GA) in 2009. Mr. McCaskill has worked in economic development since 1990. With 25 years of experience, he has worked tirelessly to promote economic development throughout the county. He is a sought-after workshop facilitator for workshops on organizational management as well as basic and rural economic development throughout South Georgia. Ms. Dyann Howell will be assisting Mr. McCaskill with the finance and administrative and reporting aspects, including financial reporting and grant closeout.

The Authority has the ability to replace staff as needed and contract for additional consultant or other services.

ii. Acquiring Additional Resources

Due to the technical nature of the project, Mr. McCaskill and the Development Authority will select an experienced and qualified brownfields consultant to manage the day-to-day implementation of the project. The Development Authority will follow local and state procurement guidelines in full compliance with new federal procurement requirements, 2 C.F.R. 200 and EPA's rule at 2 C.F.R. 1500 to procure these services. The Development Authority initiated the preliminary selection process in advance of this application to ensure that the Authority would have both internal staff and a qualified consultant in place prior to the grant award announcement, enabling the project team to begin project activities immediately upon grant award.

b. Past Performance and Accomplishments

(1) Purpose and Accomplishments

The Development Authority of Bainbridge and Decatur County has not received an EPA brownfields grant or federal assistance, but has received non-federal assistance (below) and has assisted the City of Bainbridge with obtaining and managing other federal grants as the local economic development agency.

Program	Awarding Agency	Amount Awarded	Funds Remaining	Award Date	Accomplishments
OneGeorgia	Georgia Dept. of Community Affairs	\$300,000	\$ 0	6/19/14	Building Construction & Infrastructure

(2) Compliance with Grant Requirements

The Development Authority of Bainbridge and Decatur County has not received an EPA brownfields grant or federal assistance, but has received non-federal assistance (above) and has assisted Decatur County and the City of Bainbridge with obtaining and managing other federal grants as the local economic development agency. Previous audits indicate that the Development Authority complied in all material aspects with grant/award requirements, indicative of exceptional stewardship of public trust via rigorous adherence to ethical/professional standards associated with grant activities. The Development Authority has maintained a successful history of managing grant agreements, complying with terms and conditions, schedule and reporting requirements, submitting final technical reports, & reporting on its progress/results. The Development Authority is in compliance with all grant requirements and has made satisfactory progress (achieved expected results) on goals/objectives. Consequently, no corrective measures have been required.

Threshold Criteria

Development Authority of Bainbridge & Decatur County (DA)

A statement of applicant eligibility: The Development Authority of Bainbridge & Decatur County (DA) is an office of Decatur County, Georgia and is eligible to apply for the EPA Brownfields Assessment Grant as it is a local unit of government under 40CFR Part 31.1.

Description of community involvement:

The Development Authority in cooperation with Decatur County and the town of Bainbridge will conduct a concerted community involvement campaign to raise public awareness and involve the local community in the decision-making process. As mentioned above, the Brownfield Advisory Board will hold regularly scheduled public meetings to gather community input and discuss their wants and needs regarding potential sustainable and beneficial uses of brownfield sites. The DA's consultant, who is expected to be well versed in public participation, will assist the Development Authority with organizing and facilitating public meetings and outreach events (6 meetings at multiple locations in county). Further, the consultant will meet with and explain the brownfields process and the benefits of participation to site owners and/or prospective purchasers. Using existing web sites, the DA will develop brownfield-specific website content, and project specific brochures, information sheets, and other outreach and marketing materials. Materials will be available in both English and Spanish. Community input and buy-in is essential to the project's success and public engagement will provide meaningful input and will be sought at public meetings, webinars, via media (public TV and local radio), and via social media (Facebook and the local tax blog). Notices inviting the public to meetings will be posted on all social media channels and in the local paper, *The Post Searchlight*. All materials will be available in both English and Spanish to guarantee inclusion from all sectors of the community.

The DA will task its qualified environmental consultant to prepare a formal Community Involvement Plan (CIP) as a first step in the execution of the proposed project. The CIP will outline planned community engagement activities, including means for disseminating information and receiving public input, schedule, project background, and key players. Public input will be sought on assessment site selection, assessment alternatives, and reuse planning through the community engagement approaches described below (see 3.a.ii.). Input will also be solicited on and incorporated into the draft CIP.

The public will be kept abreast of the decision-making process and informed of their role in the process through quarterly communication and the six planned public meetings. The six public meetings will occur on a six-month frequency or more frequently depending on the feedback from the community dictates. Their input will be fully and respectfully considered through all phases of the assessment process including site selection and assessment/reuse planning.

Documentation of the available balance on each Assessment Grant; or an affirmative statement that the applicant does not have an active Assessment Grant: The Development Authority does not have an active Assessment Grant.

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

01/30/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

* a. Legal Name:

Development Authority of Bainbridge and Decatur County

* b. Employer/Taxpayer Identification Number (EIN/TIN):

* c. Organizational DUNS:

9629638850000

d. Address:

* Street1:

100 Boat Basin Cirle

Street2:

PO Box 755

* City:

Bainbridge

County/Parish:

* State:

GA: Georgia

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

39819-6715

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

* First Name:

Rick

Middle Name:

* Last Name:

McCaskill

Suffix:

Title:

Organizational Affiliation:

* Telephone Number:

229-246-4774

Fax Number:

* Email:

rm@bainbridgedecaturga.com

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

D: Special District Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-18-06

* Title:

FY19 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

BDDA FY2019 EPA CWA Grant

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:*** a. Applicant * b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

17. Proposed Project:* a. Start Date: * b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="300,000.00"/>
* b. Applicant	<input type="text" value="0.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="300,000.00"/>

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: * First Name:

Middle Name:

* Last Name:

Suffix:

* Title: * Telephone Number: Fax Number: * Email: * Signature of Authorized Representative: * Date Signed: